## AMENDED IN SENATE JUNE 18, 1996 AMENDED IN ASSEMBLY MAY 28, 1996 AMENDED IN ASSEMBLY MAY 15, 1996

CALIFORNIA LEGISLATURE—1995-96 REGULAR SESSION

## **ASSEMBLY BILL**

No. 3043

## **Introduced by Assembly Member Takasugi**

(Coauthor: Senator Russell)

February 23, 1996

An act to amend Sections 11462 and 11462.01 of, and to add Section 11466.8 to, the Welfare and Institutions Code, relating to public social services, and declaring the urgency thereof, to take effect immediately.

## LEGISLATIVE COUNSEL'S DIGEST

AB 3043, as amended, Takasugi. Foster care providers.

Existing law provides for the Aid to Families with Dependent Children (AFDC) program, pursuant to which qualified families are provided with cash assistance, and includes the Aid to Families with Dependent Children Foster Care (AFDC-FC) program, through which certain needs of eligible children in foster care are provided. The AFDC program is administered and partially funded by the counties. The AFDC program is partially funded by federal participation and is subject to federal requirements for federal participation.

Existing law provides for the establishment of various levels of group home reimbursement rates under the AFDC-FC

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program and requires that those providers maintain and provide to the department specified information.

This bill would revise the procedures for determining the reimbursement of those group home providers and the information those providers shall maintain.

Existing law provides for the classification of group home foster care providers according to the level of service provided by the group homes, and requires the establishment of rate classification levels 13 and 14 for those group homes that provide additional levels of service.

Existing law requires the periodical review of the placement child in foster care and requires that if it is determined that if an interagency placement committee determines that the child no longer needs or is not benefiting from placement in an RCL 13 or RCL 14 level of group home, the committee shall require the removal of the child and a new disposition of that child.

This bill would require the committee to report the determination to the juvenile court, and would require the court to require the removal and disposition of the child, unless the court finds that it is not in the best interest of the child to do so.

Existing law requires a group home to discover any error in the placement of a child in an RCL 13 or RCL 14 group home within 30 days of placement and to notify the county placing agency.

This bill would specify that the provider shall notify the county placing agency within 5 days of the discovery of the placement error.

The bill would also require the department to report to the appropriate policy and fiscal committees of the Legislature by December 1, 1996, on its progress in implementing certain existing requirements relating to out-of-home child care placement.

The bill would declare that it is to take effect immediately as an urgency statute.

Vote:  $\frac{2}{3}$ . Appropriation: no. Fiscal committee: yes. State-mandated local program: no.

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The people of the State of California do enact as follows:

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SECTION 1. Section 11462 of the Welfare and Institutions Code is amended to read:

- 11462. (a) (1) Effective July 1, 1990, foster care licensed as group homes, as defined in providers regulations, including departmental public child institutions, as defined in Section 11402.5, shall have rates established by classifying each group home program and standardized schedule of applying the rates. The department shall collect information from group 10 providers beginning January 1, 1990, in order to classify each group home program.
  - (2) Notwithstanding paragraph (1),foster care providers licensed as group homes shall have rates established only if the group home is organized and operated on a nonprofit basis as required subdivision (h) of Section 11400. The department shall terminate the rate effective January 1, 1993, of any group home not organized and operated on a nonprofit basis as required under subdivision (h) of Section 11400.
- (b) A group home program shall be initially classified, 21 for purposes of emergency regulations, according to the level of care and services to be provided using a point system developed by the department and described in the report, "The Classification of Group Home Programs under the Standardized Schedule of Rates System," prepared by the State Department of Social Services, August 30, 1989.
- 28 (c) The rate for each rate classification level (RCL) 29 has been determined by the department with data from 30 the AFDC-FC Group Home Rate Classification Pilot Study. The rates effective July 1, 1990, were developed using 1985 calendar year costs and reflect adjustments to 32 33 the costs for each fiscal year, starting with the 1986-87 34 fiscal year, by the amount of the California Necessities 35 Index computed pursuant to the methodology described 36 in Section 11453. The data obtained by the department using 1985 calendar year costs shall be updated and 37 revised by January 1, 1993.

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(d) As used in this section, "standardized schedule of rates" means a listing of the 14 rate classification levels, the single rate established for each RCL, and the rate floor for each RCL.

- (e) The standardized schedule of rates shall be phased in commencing July 1, 1990.
- (1) In order to phase in the standardized schedule of rates, a "rate floor" has been established for each RCL.
- (2) The rate floor for fiscal year 1990–91 shall be 85 10 percent of the standard rate for each RCL. The rate floor shall be increased to 92.5 percent of the standard rate for fiscal year 1991-92 for each RCL, shall be equal to the standard rate for each RCL for the period July 1, 1992, to September 13, 1992, inclusive, and shall be 92.5 percent of the standard rate for each RCL for the period 16 September 14, 1992, to June 30, 1993, inclusive.
- (3) The rate floor for each RCL shall be 95 percent of 18 the standard rate for each RCL for the 1993–94 fiscal year. The rate floor shall be equal to the standard rate for each 20 RCL for the 1994–95 fiscal year and beyond.
  - (f) Except as specified in paragraph department shall determine the RCL for each group home program on a prospective basis, according to the level of care and services that the group home operator projects will be provided during the period of time for which the rate is being established.
- a group home program for (1) For which department established a rate effective prior to June 30, 1990, that took into account the program's historical costs, 30 the department shall establish the rate for fiscal year 1990–91 by determining the RCL on a retrospective basis, according to the level of care and services actually provided between July 1 and December 31, 1989, or between July 1, 1989, and March 31, 1990.
- (2) Group home programs that fail to maintain at least 36 the level of care and services associated with the RCL upon which their rate was established shall inform the department. The department shall develop regulations specifying procedures to be applied when a group home fails to maintain the level of services projected, including,

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but not limited to, rate reduction and recovery of overpayments.

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- (3) The department shall not reduce the rate, establish an overpayment, or take other actions pursuant to paragraph (2) for any period that a group home program maintains the level of care and services associated with the RCL for children actually residing in the facility. Determinations of levels of care and services shall be made in the same way as modifications of overpayments 10 are made pursuant to paragraph (2) of subdivision (b) of Section 11466.2.
- (4) Beginning July 1, 1994, for group homes paid at 13 rates below the standard rate established by subdivision 14 (g), a group home program shall remain at its current 15 RCL if it maintains at least the level of care and services 16 associated with that percentage of the points required to be at that RCL that equals the percentage of the standard 18 rate used to establish the group home's rate. In no event, however, shall points per child per month be reduced 20 more than ten points below the minimum required for 21 the current RCL. The RCL for a program shall not 22 increase due to the operation of this paragraph absent any program changes approved by the department pursuant to subdivision (k).
- (5) A group home program that substantially changes 26 it staffing pattern from that reported in the group home program statement shall provide notification of this change to all counties that have placed children currently in care. This notification shall be provided whether or not the RCL for the program may change as a result of the change in staffing pattern.
  - (g) The standardized schedule of rates for fiscal year 1990-91 is:

35 26			FY 1990–91	
36 37	Rate Classification		Standard	Rate
38	Level	Point Ranges	Rate	Floor
39				(85%)

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1	1	Under 60	\$1,183	\$1,006
2	2	60-89	1,478	1,256
3	3	90-119	1,773	1,507
4	4	120-149	2,067	1,757
5	5	150-179	2,360	2,006
6	6	180-209	2,656	2,258
7	7	210-239	2,950	2,508
8	8	240-269	3,245	2,758
9	9	270-299	3,539	3,008
10	10	300-329	3,834	3,259
11	11	330-359	4,127	3,508
12	12	360-389	4,423	3,760
13	13	390-419	4,720	4,012
14	14	420 & Up	5,013	4,261
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- (h) (1) For fiscal year 1990–91, the standardized schedule of rates shall be implemented as follows:
- (A) Any group home program which received an 19 AFDC-FC rate in the prior fiscal year below the standard 20 rate for the fiscal year 1990-91 RCL shall receive their 1989-90 rate plus an amount equal to the California Necessities Index (CNI). The rate for fiscal year 1990-91 at which the state will participate shall not exceed the standard rate for the RCL.
- (B) If the CNI increase to the group home program's 26 fiscal year 1989-90 rate does not raise the group home program to the rate floor for the RCL, the group home program shall receive a rate equal to the rate floor for the 29 RCL.
  - program which group (C) A home received AFDC-FC rate for fiscal year 1989-90 at or above the standard rate for the RCL for fiscal year 1990-91 shall continue to receive that fiscal year 1989-90 rate.
  - (2) For the 1996–97 and 1997–98 fiscal years, the standardized rate for each RCL shall be adjusted by an Necessities Index amount equal to the California to the methodology computed pursuant described Section 11453.
- 39 (A) Any group home program which received AFDC-FC rate in the prior fiscal year at or above the

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adjusted standard rate for the RCL in the current fiscal year shall continue to receive that rate.

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- group home program which received (B) A AFDC-FC rate in the prior fiscal year below the standard rate for the RCL in the current fiscal year shall receive that rate adjusted by an amount equal to the CNI. The rate for the current fiscal year shall not exceed the standard rate for the RCL and shall not be less than the rate floor for the RCL.
- (3) Beginning with the 1996–97 fiscal year, standardized schedule of rates shall be adjusted annually by an amount equal to the CNI computed pursuant to Section 11453, subject to the availability of funds.
- (A) Any group home program which received 15 AFDC-FC rate in the prior fiscal year at or above the adjusted standard rate for the RCL in the current fiscal year shall continue to receive that rate.
- (B) Any group home program which received 19 AFDC-FC rate in the prior fiscal year below the adjusted 20 standard rate for the RCL in the current fiscal year shall receive the adjusted RCL rate.
  - (i) (1) (A) The rate for a new group home program of a new or existing provider shall be established at the rate floor for the new program's projected RCL.
  - (B) On and after the operative date of subparagraph, the department shall not, prior to July 1, 1993, establish a rate for a new group home program of a new or existing provider.
  - (2) The department shall not establish a rate for a new program of a new or existing provider unless the provider submits a recommendation from the host county, the primary placing county, or a regional consortium of counties that the program is needed in that county; that the provider is capable of effectively and efficiently operating the program; and that the provider is willing and able to accept AFDC-FC children for placement who are determined by the placing agency to need the level of care and services that will be provided by the program.
- 39 department shall encourage establishment of consortia of county placing agencies on

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a regional basis for the purpose of making decisions and recommendations about the need for, and use of, group home programs and other foster care providers within 4 the regions.

- department (4) The shall annually conduct county-by-county survey determine the unmet to placement needs of children placed pursuant to Sections 300 and Section 601 or 602, and shall publish its findings by November 1 of each year.
- (i) The department shall develop regulations specifying ratesetting procedures for program 12 expansions, reductions, modifications, including or 13 increases or decreases in licensed capacity, or increases or 14 decreases in level of care or services.
- (k) (1) For the purpose of this subdivision, "program 16 change" means any alteration to an existing group home program planned by a provider that will increase the 18 RCL or AFDC-FC rate. An increase in the licensed capacity or other alteration to an existing group home 20 program that does not increase the RCL or AFDC-FC rate shall not constitute a program change.
- (2) (A) Prior to July 1, 1993, the rate for a group home 23 program shall not increase, as the result of a program from the rate established for the program 25 effective June 30, 1992. For rate increases as a result of a 26 program change which became effective between July 1, 27 1992, and the effective date of this paragraph, the 28 department shall adjust rates downward as necessary to comply with this chapter. Notwithstanding any other 30 provisions of law, a group home provider shall be allowed to change a group home program to reflect a decrease in services due to the provisions of this paragraph.
- (B) For the 1993-94 fiscal year, the rate for a group 34 home program shall not increase, as the result of a 35 program change, from the rate established for the program effective July 1, 1993, except as provided in 36 paragraph (3).
- (C) For the 1994–95 fiscal year and the 1995–96 fiscal 38 39 year, the rate for a group home program shall not 40 increase, as the result of a program change, from the rate

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established for the program effective July 1, 1994, except as provided in paragraph (3). 3

- (3) (A) For the 1993-94 fiscal year, the 1994-95 fiscal year, and the 1995-96 fiscal year the department shall not establish a rate for a new program of a new or existing provider or approve a program change for an existing provider that either increases the program's RCL or AFDC-FC rate, or increases the licensed capacity of the program as a result of decreases in another program with 10 a lower RCL or lower AFDC-FC rate that is operated by that provider, unless both of the conditions specified in 12 this paragraph are met.
- (i) The licensee obtains a letter of recommendation 14 from the host county, primary placing county, or regional consortium of counties regarding the proposed program 16 change or new program.
- (ii) The county determines that there is no increased 18 cost to the General Fund.
- (B) Notwithstanding subparagraph (A),the 20 department may grant a request for a new program or program change, not to exceed 25 beds, statewide, if (i) 22 the licensee obtains a letter of recommendation from the county, primary placing county, consortium of counties regarding the proposed program change or new program, and (ii) the new program or program change will result in a reduction of referrals to state hospitals during the 1993–94 fiscal year, the 1994–95 fiscal year, or the 1995–96 fiscal year.
  - (1) Group home providers shall maintain all cost data related to the following categories for a period of not less than five years:
    - (1) Child care services.
  - (2) Social work activities.
- 34 (3) Food.

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- (4) Shelter.
- (5) Buildings and equipment. 36
- 37 (6) Utilities.
- 38 (7) Vehicles and travel.
- 39 (8) Child-related costs.
- (9) Administration. 40

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- 2 (1) General unrestricted or undesignated private 3 charitable donations and contributions made nonprofit organizations shall charitable not be 5 deducted from the cost of providing services pursuant to this section. The donations and contributions shall not be considered anv determination maximum 8 expenditures made by the department.
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- 10 (m) The department shall, by October 1 each year, commencing October 1, 1992, provide the Legislative Budget Committee with a list of any new 12 departmental requirements established during the 14 previous fiscal year concerning the operation of group 15 homes, and of any unusual, industrywide increase in costs 16 associated with the provision of group care which may 17 have significant fiscal impact on providers of group 18 homes care. The committee may, in fiscal year 1993-94 and beyond, use the list to determine whether an 19 appropriation for rate adjustments is needed in 21 subsequent fiscal year.
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- 23 (n) This section shall become operative on July 1, 1995.
- 2. Section 11462.01 of the Welfare and 25 Institutions Code is amended to read:
  - 11462.01. (a) Commencing July 1, 1994, a group home program shall be classified at RCL 13 or RCL 14 if the program meets all of the following requirements:
- (1) The group home program is providing, or has 30 proposed to provide, the level of care and services necessary to generate sufficient points in the ratesetting process to be classified at RCL 13 if the rate application is for RCL 13 or to be classified at RCL 14 if the rate application is for RCL 14.
- (2) (A) (i) The group home provider shall agree not 36 to accept for placement into a group home program funded children, AFDC-FC including voluntary placements and seriously emotionally disturbed children out-of-home pursuant to an individualized education program developed under Section 7572.5 of the

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Government Code, who have not been approved for placement by an interagency placement committee, as described by Section 4096. The approval shall be in writing and shall indicate that the interagency placement 5 determined the child is seriously committee has emotionally disturbed, as defined by Section 5600.3 and 6 subject to Section 1502.4 of the Health and Safety Code, and that the child needs the level of care provided by the 9 group home.

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- (ii) For purposes of clause (i), group home providers who accept seriously emotionally disturbed children who are assessed and placed out-of-home pursuant to an individualized education program developed Section 7572.5 of the Government Code shall be deemed have met the interagency placement committee approval for placement requirements of clause (i) if the individualized education program assessment indicates 18 that the child has been determined to be seriously emotionally disturbed, as defined in Section 5600.3 and subject to Section 1502.4 of the Health and Safety Code, and needs the level of care described in clause (i).
- (B) (i) Nothing in this subdivision shall prevent the 23 emergency placement of a child into a group home program prior to the determination by the interagency pursuant 25 placement committee to subclause (i) of licensed subparagraph (A) if a mental professional, as defined in the department's AFDC-FC 28 ratesetting regulations, has evaluated, in writing, the child within 72 hours of placement, and determined the 30 child to be seriously emotionally disturbed and in need of the care and services provided by the group home program.
- (ii) The interagency placement committee shall. 34 within 30 days of placement pursuant to clause (i), make the determination required by clause (i) of subparagraph 36 (A).
- (iii) If, pursuant to clause (ii), the placement is 37 38 determined to be appropriate, the committee transmit the approval, in writing, to the county placing 39 agency and the group home provider.

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(iv) If, pursuant to clause (ii) the placement is determined not to be appropriate, the child shall be removed from the group home and referred to a more appropriate placement, as specified in subdivision (f).

- (C) Commencing December 15, 1992, with respect to AFDC-FC funded children, only those children who are approved for placement by an interagency placement committee may be accepted by a group home under this subdivision.
- (3) The group home program is certified by the State 11 Department of Mental Health pursuant to Section 4096.5.
- (b) The department shall not establish a rate for a 13 group home requesting a program change to RCL 13 or 14 RCL 14 unless the group home provider submits a 15 recommendation from the host county or the primary 16 placing county that the program is needed and that the provider is willing and capable of operating the program at the level sought. For purposes of this subdivision, "host "primary placing county," county," and "program 20 change" mean the same as defined in the department's AFDC-FC ratesetting regulations.
- (c) The effective date of rates set at RCL 13 or RCL 14 23 shall be the date that all the requirements are met, but not prior to July 1 of that fiscal year. Nothing in this section shall affect RCL 13 or RCL 14 ratesetting determinations in prior years.
- (d) Any group home program that has been classified 28 at RCL 13 or RCL 14 pursuant to the requirements of subdivision (a) shall be reclassified at the appropriate 30 lower RCL with a commensurate reduction in rate if either of the following occurs:
- 32 (1) The group home program fails to maintain the 33 level of care and services necessary to generate the 34 necessary number of points for RCL 13 or RCL 14, as 35 required by paragraph (1) of subdivision 36 determination of points shall be made consistent with the department's AFDC-FC ratesetting regulations for other 38 rate classification levels.

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(2) The group home program fails to maintain a certified mental health treatment program as required by paragraph (3) of subdivision (a).

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- (3) In the event of a determination under paragraph (1), the group home may appeal the finding or submit a plan of correction. The appeal process specified in Sections 11466.6 and 11468.6 shall be available to RCL 13 and RCL 14 group home providers. During an appeal or plan of correction, the department shall ensure that the group home maintains the appropriate level of care.
- (e) The interagency placement committee periodically review, but no less often than that required 13 by current law, the placement of the child. If the 14 committee determines that the child no longer needs, or 15 is not benefiting from, placement in a RCL 13 or RCL 14 16 group home, the committee shall report its finding to the juvenile court, which shall require the removal of the 18 child and a new disposition, unless the court finds that it 19 is not in the best interest of the child to do so.
- (f) (1) (A) If, at any time subsequent to placement in 21 an RCL 13 or RCL 14 group home program, the interagency placement committee determines either that the child is not seriously emotionally disturbed or is not in need of the care and services provided by the group home program, it shall notify, in writing, both the county placing agency and the group home provider within 10 days of the determination.
  - (B) The county placing agency shall notify the group home provider, in writing, within five days from the date of the notice from the committee, of the county's plan for removal of the child.
  - (C) The county placing agency shall remove the child from the group home program within 30 days from the date of the notice from the interagency placement committee.
- (2) (A) If a county placing agency does not remove a child within 30 days from the date of the notice from the 37 placement committee, interagency the group home provider shall notify the interagency placement committee and the department, in writing, of

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county's failure to remove the child from the group home program.

- (B) The group home provider shall make notification required by subparagraph (A) within five days of the expiration of the 30-day removal period. If notification is made, a group home provider shall not be subject to an overpayment determination due to failure of the county placing agency to remove the child.
- (3) Any county placing agency that fails to remove a 10 child from a group home program under this paragraph within 30 days from the date of the notice from the interagency placement committee shall be assessed a penalty in the amount of the state and federal financial participation in the AFDC-FC rate paid on behalf of the child commencing on the 31st day and continuing until 15 16 the child is removed.
- (g) (1) If any RCL 13 or RCL 14 group home provider 18 discovers that it does not have written approval for placement of any AFDC-FC funded child placed on or December 15. 1992, from the interagency placement committee, it shall notify the county placing agency, in writing, and shall request the county to obtain approval from the interagency placement committee or 24 remove the child from the group home program. A group 25 home provider shall have 30 days from the child's first day of placement to discover the placement error and to notify the county placing agency.
  - county placing agency (2) Any that receives notification pursuant to paragraph (2) of subdivision (f) shall obtain approval for placement from the interagency placement committee or remove the child from the group home program within 30 days from the date of the notice from the group home provider. The program shall not be reclassified to a lower RCL for a violation of the provisions referred to in this paragraph.
  - (3) (A) If a county placing agency does not have the placement of a child approved by the interagency placement committee or removed from the group home within 30 days from the date of the notice from the group home provider, the group home provider shall notify the

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county placing agency and the department, in writing, of the county's failure to have the placement of the child approved or remove the child from the group home program.

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- group home provider shall (B) The make the notification required by subparagraph (A) within five days after the expiration of the 30-day approval or removal period. If notification is made, a group home provider shall not be subject to an overpayment 10 determination due to failure of the county placing agency to remove the child.
- (C) Any group home provider that fails to notify the 13 county placing agency pursuant to subparagraph (A) 14 shall be assessed a penalty in the amount of the AFDC-FC rate paid to the group home provider on behalf of the 16 child commencing on the 31st day of placement and continuing until the county placing agency is notified.
- (4) Any county placing agency that fails to have the 19 placement of a child approved or to have the child 20 removed from the group home program within 30 days shall be assessed a penalty in the amount of the state and 22 federal financial participation in the AFDC-FC rate paid on behalf of the child commencing on the 31st day of placement and continuing until the child is removed.
  - (h) The department shall develop regulations to obtain payment of assessed penalties as provided in this section. For audit purposes and the application of penalties for RCL 13 and RCL 14 programs, department shall apply statutory provisions that were in effect during the period for which the audit was conducted.
  - (i) (1) Nothing in this subparagraph shall prohibit a group home classified at RCL 13 or RCL 14 for purposes of the AFDC-FC program, from accepting private placements of children.
- (2) In cases where a referral is not from a public 36 agency and no public funding is involved, there shall be 37 requirement for public 38 no agency review or determination of need.

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(3) Children subject to paragraphs (1) and (2) shall have been assessed as seriously emotionally disturbed, as defined in Section 5600.3 and subject to Section 1502.4 of the Health and Safety Code, by a licensed mental health professional, as defined in Sections 629 to 633, inclusive, of Title 9 of the California Code of Regulations.

- (j) A child shall not be placed in a group home program classified at an RCL 13 or RCL 14 if the placement is paid for with county-only funds unless the 10 child is assessed as seriously emotionally disturbed, as defined in Section 5600.3, subject to Section 1502.4 of the Health and Safety Code, by a licensed mental health 12 professional, as defined in Sections 629 to 633, inclusive, of Title 9 of the California Code of Regulations.
  - (k) This section shall become operative on July 1, 1994.
  - SEC. 3. (a) The Legislature finds and declares all of the following:
- (1) It is desirable to encourage group home providers 19 to increase the quality of services to foster children above the minimum level required by the State Department of Social Services for licensure and ratesetting.
  - (2) Some form of incentive, or system of incentives, to encourage group homes to become accredited by a recognized third-party authority may be desirable.
  - (b) The State Department of Social Services shall provide to the appropriate policy committees of the Legislature, as quickly as it is practical to do so, its advice on the matter described in subdivision (a), including possible incentive options, if the department concludes that a system described in subdivision (a) is desirable.
- 31 SEC. 4. The Legislature reiterates its findings and 32 declarations in Section 11467 of the Welfare 33 Institutions Code and its interest in assessing children for 34 levels of care. The State Department of Social Services 35 shall report to the appropriate policy and fiscal 36 committees of the Legislature, by December 1, 1996, on 37 its progress in implementing the requirements of Section 38 11467 of the Welfare and Institutions Code, including its 39 projected date for full implementation.

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SEC. 5. This act is an urgency statute necessary for the 2 immediate preservation of the public peace, health, or 3 safety within the meaning of Article IV of the 4 Constitution and shall go into immediate effect. The facts 5 constituting the necessity are:

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In order that foster children may be properly assessed 7 for the level of care they are receiving and that they 8 experience the best care possible while in a group home 9 placement, it is necessary that this act take effect 10 immediately.